



Review of a Proposal for Los Rios Community College District to Establish an Educational Center in Davis

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Introduction

The Los Rios Community College District has proposed to convert its Davis outreach operations to a single, state-approved educational center. The proposal responds to the district's need to expand educational services in the Davis area. The area is marked by high student demand and limited instructional facilities. In the 2006–07 academic year, Davis outreach operations served more than 1,000 full-time equivalent students (FTES), which is more than double the enrollment required for a state-approved educational center. The center will be situated on the UC Davis campus.

Recommendation

After completing an initial review of the Davis proposal, Commission staff requested additional information pertaining to operational costs, student support services, institutional capacity, and alternative sites. That information has been received and is included as Appendix B. Based on information provided Commission staff concur with the recommendation of the California Community Colleges Board of Governors to establish the Davis Community College Educational Center.

Background

The Los Rios Community College District began in 1942 when Grant Union Junior College was established in Del Paso Heights to train civilian personnel for service during World War II. In 1954, voters established a junior college district to serve Sacramento and El Dorado Counties, and parts of Yolo, Placer, and Solano Counties. The district was formed in 1965 and administers American River College, Sacramento City College, Cosumnes River College, the El Dorado Educational Center, the North Natomas Educational Center, and seven outreach centers.

The Commission determined in a 2005 study that the Sacramento region continues to face significant capacity pressures in that community college enrollment demand far exceeds the availability of lecture and laboratory space. Consistent with growing student demand, the district served 81,400 students in Fall 2007, which translates to more than 60,000 full-time equivalent students for the 2007–08 academic year. The Fall 2007 enrollment headcount figure reflects a 14.3% increase in enrollment since Fall 2005, or more than 10,000 additional students. Enrollment projections prepared by the Chancellor's Office esti-

The Proposed Davis and Elk Grove Educational Centers



mate that Los Rios district enrollments will top 107,000 by 2020. Given these recent enrollment patterns, the Commission believes that the projections might understate student demand.

To meet demand, the district determined that it would be more cost-effective to build educational centers in high demand areas, such as Davis, West Sacramento, Rancho Cordova, and Elk Grove/Laguna, than it would be to build one or two additional costly full-service community colleges. In March 2002, voters of the Los Rios Community College District passed a \$265 million bond act. More recently, in November 2008, voters passed a \$475 million bond measure to further accommodate necessary renovations and capacity growth. The district intends to use local bond funds for all construction costs associated with Phase I of the Elk Grove Educational Center, which is estimated to total about \$7 million. Phase I will provide for 13,800 assignable square feet of instructional and support space.

Analysis of the Proposal

The Los Rios Community College District submitted a Needs Study report that responds to the Commission's review criteria for state-approved educational centers. This section provides an analysis of the information with respect to each review criterion.

General Description and Overview

The district's service area consists of El Dorado, Sacramento, and Yolo Counties, is among the fastest-growing metropolitan areas in California and the United States. Between 1980 and 2007, population grew by 81%, compared with 41% for California and 33% for the U.S. as a whole.

DISPLAY 1 Population Changes in the Los Rios Enrollment Area, California, and United States

Area	1980 Census	1990 Census	2000 Census	2007 Estimate	27-Year Change
El Dorado County	85,812	125,995	156,299	179,722	109.4%
Sacramento County	783,381	1,041,219	1,223,499	1,405,694	79.4%
Yolo County	113,374	141,210	168,660	195,354	72.3%
Los Rios 3-County area	982,567	1,308,424	1,548,458	1,780,770	81.2%
California	26,668,562	29,758,213	33,871,648	37,559,440	40.8%
United States	226,546,000	248,765,000	281,421,906	301,621,157	33.1%

Sources: California Department of Finance, U.S. Census Bureau.

Davis has also experienced rapid population growth. Population projections indicate that Davis grew by more than 78% over a 17-year period, from 36,640 in 1980 to 65,397 in 2007. Although this growth is projected to slow, demand for community college instruction and vocational training will remain high for several reasons. First, the Sacramento area, like California as a whole, is experiencing moderate levels of unemployment and some workers will need to be retrained. Second, the presence of UC Davis fosters high college-going behavior. Also, about half of the students attending the Davis outreach operations reside in neighboring areas that are continuing to grow rapidly.

Display 2 shows the racial/ethnic distribution of Davis based on the 2000 U.S. Census. Of the respondents who selected only one category, about 70% were White. This compares to 75% of the U.S. population who identified themselves as White in the 2000 Census. While Davis tends to be slightly more racially diverse than the U.S. as a whole, the representation of African Americans (2.3%) and Latinos (9.6%) in Davis is less than for California and the U.S.

DISPLAY 2 Ethnic/Racial Distribution of the City of Davis Compared with the U.S 2000 Census

Racial Group	Number	Davis PCT	U.S. PCT
White	42,256	70.1	75.1
Black or African American	1,417	2.3	12.3
American Indian or Alaska Native	407	0.7	0.9
Asian	10,576	17.5	3.6
Native Hawaiian/Pacific Islander	144	0.2	0.1
Some other race	2,572	4.3	5.5
Multiracial	2,936	4.9	2.4
Hispanic/Latino of any race	5,793	9.6	12.5

The proposal provided a breakdown of the Davis workforce, also shown in Display 3: management and professional occupations (60.5%); sales and office (20.5%); and service (11.2%). These occupations are spread across a number of industries, the largest including education, health, and social services (41.8%). It is not surprising that education is a major industry given that UC Davis is the largest employer. Although not mentioned in the proposal, the Commission notes that some of the fastest growing occupations in the Sacramento region will require, at minimum, community college instruction or vocational training. Those occupations include retail salespersons, registered nurses, nursing aides, customer service representatives, administrative assistants, construction workers, and police officers.

Davis has a low unemployment rate (2.9%) partially because the majority of its residents are well-educated. The proposal notes that 69% of adults hold a bachelor's degree or higher, while less than 4% do not have a high school diploma. Given this high educational attainment, it is not surprising that about 45% of Davis households have annual incomes over \$49,000, with 30% over \$75,000.

DISPLAY 3 City of Davis Occupation and Industry Profile

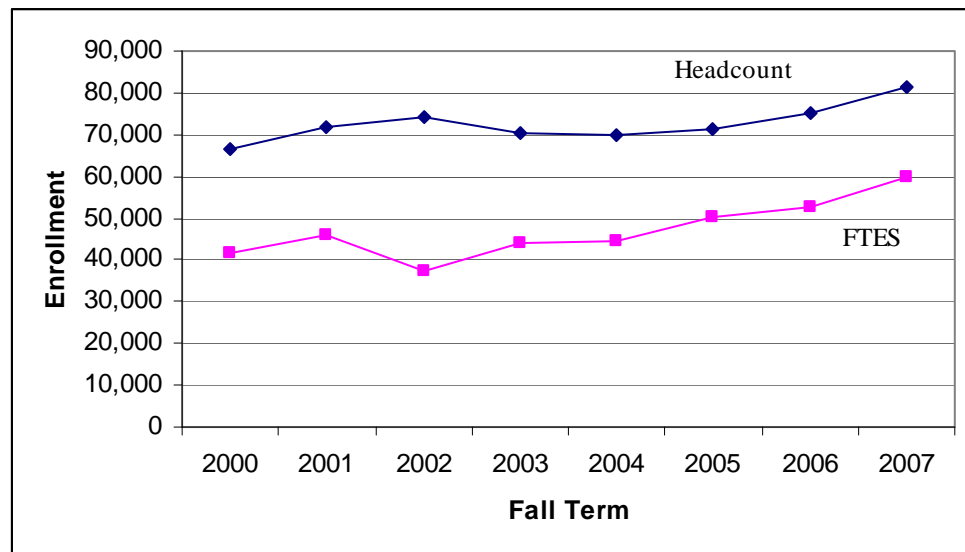
OCCUPATION	Workers in Occupation	Percent	INDUSTRY	Workers in Industry	Percent
Management, professional, and related occupations	19,105	60.5	Agriculture, forestry, fishing and hunting, and mining	227	0.7
Service occupations	3,538	11.2	Construction	854	2.7
Sales and office occupations	6,465	20.5	Manufacturing	1,033	3.3
Farming, fishing, and forestry occupations	114	0.4	Wholesale trade	523	1.7
Construction, extraction, and maintenance occupations	852	2.7	Retail trade	2,535	8
Production, transportation, and material moving occupations	1,497	4.7	Transportation and warehousing, and utilities	797	2.5
			Information	819	2.6
			Finance, insurance, real estate, and rental and leasing	1,545	4.9
			Professional, scientific, management, administrative, and waste management services	3,934	12.5
			Educational, health and social services	13,188	41.8
			Arts, entertainment, recreation, accommodation and food service	2,497	7.9
			Other services (except public administration)	1,275	4
			Public administration	2,344	7.4

Source: 2000 U.S. Census.

Enrollment Projections

As shown in Display 4, district-wide enrollments increased from Fall 2000 to Fall 2007, with small declines in 2003 and 2004 that resulted from the delayed budgetary effects of the 2000 recession. Headcount enrollment during this period increased from 66,696 to 81,411. This represents a 2.9% annual growth rate. The ratio of headcount enrollment to FTES enrollment has also increased, meaning that students are taking higher course loads.

Because the district is expected to experience strong population and economic growth, enrollments are likely to continue to climb. Enrollments are projected to reach 107,000 by 2020. These projections were approved by the Demographic Research Unit of the Department of Finance, as required. Actual enrollments exceeded projections by an average of 5% in 2006 and 2007. Thus, Commission staff believe that student demand might be greater than projected.

DISPLAY 4 Los Rios District Enrollments, Fall 2000 to Fall 2007

Note: FTES data are for the academic year. Headcounts are for the fall term.

Display 5 shows enrollment of 1,103 FTES for Davis outreach operations for the 2006–07 academic year. This is more than double the 500 FTES minimum required for conversion of an outreach operation to a state-approved educational center.

In addition to the FTES enrollment criterion, the Commission's guidelines require that a district operate at near capacity before proposing a new state-approved educational center. Display 6 shows lecture and laboratory weekly student contact hours (WSCH) and assignable square feet of classroom space. Based on state-adopted space and utilization standards, the district has classroom capacity to serve roughly 35,000 FTES. The district generated 784,421 WSCH in fall 2008, equivalent to about 52,000 students taking 15 semester units. Comparing actual FTES enrollment to FTES capacity means that the district is operating above capacity. Commission staff requested that the district disaggregate WSCH by lecture and laboratory space. This information is shown in Appendix B.

The Commission acknowledges that many institutions are finding it less meaningful to distinguish between lecture space and laboratory space. Universities and colleges are increasingly using instructional space for multiple purposes. At one time a classroom might be used for lectures, and at another time the same room might be used for laboratory work or to hold group discussions. Even though today's classrooms might support multiple instructional purposes, it is still helpful to assess lecture space and laboratory space separately, because standards adopted by the state are different for lecture and laboratory space.

The district provided ASF data and a breakdown of WSCH data for each type of space. These data are needed to determine the sufficiency of each type of space. For future proposals, Commission staff will request data on lecture and laboratory use by time of day (morning, afternoon, evening). This information will allow for richer discussion of classroom use and the adequacy of state utilization standards. The Legislative Analyst's Office and the Department of Finance also have an interest in conducting more in-depth analyses of classroom capacity.

DISPLAY 5 Los Rios Physical Capacity Analysis, 2007–08 Academic Year

	Assignable Square Feet (ASF)			Weekly Student Contact Hours (WSCH)		
	Lecture	Lab	Total	Lecture	Lab	Total
<u>College</u>						
American River	62,412	126,559	188,971	236,831	95,307	332,138
Cosumnes River	28,624	98,383	127,007	115,122	33,312	148,434
Folsom Lake	24,269	54,712	78,981	52,151	13,328	65,449
Sacramento City	59,156	128,666	187,822	190,470	71,480	261,950
<u>Educational Center</u>						
El Dorado	9027	15,664	24,691	15,335	6,327	21,662
North Natomas	1,360	4,485	5,845	17,461	3,172	20,633
District Totals	184,848	428,469	613,317	627,340	222,926	850,266

Note: Data exclude ASF and WSCH for outreach operations.

Alternatives

The proposal discussed four alternatives to seeking center status for its Davis outreach operations:

- Building a comprehensive community college that would serve Davis and the surrounding area.
- Increasing its use of existing facilities.
- Offering more courses through a variety of technology and distributed modes.
- Considering alternative physical sites.

Alternative A: Building a Full-Service Community College

The proposal referenced a 2005 Commission study of regional enrollment demand that found that in the absence of classroom expansion, the Sacramento region would likely face a significant capacity deficit by 2010. Although there has been some facility development in the area, most notably at Folsom Lake College, the Commission finds that community college facility expansion remains well below current needs. Thus, the district has determined that it would be more cost-effective to use local bond funds to build educational centers in high-demand areas than it would be to use state capital funds to build an additional full-service community college.

The district has identified Davis, Elk Grove, Rancho Cordova, and West Sacramento as areas of urgent need. No matter where a full-service campus might be placed, traffic congestion will need to be addressed. Local educational centers would reduce congestion while increasing learning productivity, because students could spend more time engaged in learning and less time commuting. The district reports that this approach has the support of regional transportation and air quality planning organizations.

Alternative B: Increasing the Use of Existing Facilities

The capacity analysis confirms that Los Rios is achieving maximum use of existing classroom facilities. The district is also relying increasingly on evening and weekend instruction. For example, in Fall 2004, according to the district, Sacramento City College offered 450 weekday evening courses and 90 weekend classes. Summer sessions are also being used to meet enrollment demand, although the proposal did

not include any data to show the extent of summer offerings. In order to assess the use of facilities district-wide, Commission staff requested information on evening and weekend enrollment statistics for American River College, Cosumnes River College, and Folsom Lake College. This information is included in Appendix B.

The proposal showed that capacity limitations are harming service to students. District-wide, of students who were on waiting lists for classes in Fall 2004, 1,275 were not able to enroll in any course, 2,712 enrolled in some but not all courses requested, and 3,281 attempted to enroll, but chose not to register on a wait list.

Alternative C: Offering a Greater Number of Courses through a Variety of Technology and Distributed Modes

The proposal listed courses that are televised to Davis residents: humanities, language and nationality, living skills, social sciences, behavioral sciences, and ethnic/multicultural studies. The proposal did not adequately discuss how various media formats and technology are being used to enhance access to teaching and instructional practices throughout the district. The district's response to a staff request for more information on this issue is shown in Appendix B.

Alternative D: Consideration of Other Sites

A number of factors make the proposed location of the Davis Educational Center a preferred site. The center will be located within the new UC Davis West Village housing community. Community college students will have be better advised regarding the quality of lower-division coursework they will need to transfer to UC Davis as a junior.

A long-term lease will be negotiated that will allow the center to become an integral part of the UC Davis campus. West Village will be a regional transportation hub linking three bus systems: Unitrans for the campus, Yolo bus for Yolo County, and Sacramento Regional Transit, linking Yolo and Sacramento counties.

The site is adjacent to Da Vinci High School, a Davis Unified School District technology high school. The proposal notes that this location will allow for a wide range of possibilities for sharing resources and for promoting shared agreements.

Academic Planning and Program Justification

The Davis outreach operation began by offering courses such as computer-aided design, graphics and digital photo editing, and Web graphics. In addition, remedial classes in English writing, mathematics, and chemistry were offered to UC Davis students.

The Los Rios district has established partnerships with UC Davis, the Davis Joint Unified School District, and the local business community, to expand the curriculum of the proposed center in a manner that would best meet regional academic and Career Technical Education needs. More than 70% of Sacramento City College students are enrolled in general education courses. The proposed center, which would be an off-campus center of Sacramento City College, will offer general education and transfer curricula.

Courses will be offered in humanities, mathematics, statistics, science, social and behavioral sciences, education, and physical education. Career Technical Education programs will be expanded through of-

ferings in graphics, health care, business, mechanical and electrical technology, and green technology related to transportation and construction.

Student Services and Outreach

The district plans to establish or expand a number of administrative and student support services to meet student and faculty needs. Administrative services include basic human resource support, mail services, food vending machines, and computer support. The Sacramento City College Bookstore will continue to operate an outreach store that will be open during the first week of each semester. An on-site bookstore is being planned and will expand as enrollment at the center grows. The Sacramento City College Public Safety Office will provide security services in collaboration with the UCD Police Department, the City of Davis Police Department, and the Davis Joint Unified School District.

Student services include writing and mathematics skills assessments, CalWORKS support, academic and psychological counseling, financial aid and scholarship services, career counseling, tutoring, and transfer services. Students will have access to medical and emergency services in cooperation with UC Davis. The center will maintain first aid equipment.

The Commission believes that these administrative and student services are sufficient for meeting the needs of students and faculty. The district was asked for more details of on-site resources available to sight-impaired students and faculty, and services for economically disadvantaged students through the Educational Opportunity Program and Services program. This information is included in Appendix B.

Capital Outlay and Support Budget Projections

The projected operational budget for the Davis Educational Center is based on serving 598 FTES. However, the district intends to consolidate its Davis outreach operations at the center, which would result in serving more than 1,000 FTES annually. In order to evaluate the cost component of the proposal, the Commission requested that the district submit revised operational costs, expenditures, and funding sources that are based on the 1,000 FTES figure. This information is included in Appendix B.

Staff were advised that capital costs for Phase I will be covered entirely by local bond money and will not involve any state capital funds.

Geographic and Physical Accessibility

The Davis Educational Center will be situated in the West Village housing community on the UC Davis Campus. West Village will be a regional transportation hub linking three bus systems, making the center easily accessible from surrounding areas.

Effects on Other Institutions

The effects of the Davis Educational Center on other local institutions will generally be positive. UC Davis freshmen can take remedial courses in mathematics and English, and local high school students will be able to accumulate college credits concurrently. Yuba Community College District has raised concerns regarding duplication of programs with Woodland Community College, which is 11 miles away from the proposed Davis center. A summary of these concerns is provided in Appendix A.

Environmental and Social Impact

The district provided sufficient evidence indicating that UC Davis is addressing environmental issues associated with the development of West Village and the Davis Educational Center. The UC Board of Regents certified the plan adopted by UC Davis for correcting the issues identified in its 2003 Long Range Development Plan Environmental Impact Report.

Appendix A

Summary of Proposal Concerns Expressed by Angela Fairchilds, President, Woodland Community College

In reviewing the Commission's agenda item for the Davis Educational Center proposal, Yuba Community College District officials found that the scope of the curriculum planned for the center has broadened from what was envisioned several years ago. Woodland Community College is especially concerned because, as a newly accredited college, it is expanding its curriculum, particularly in Career Technical Education, and it appears that the Davis center curriculum might result in unnecessary duplication of academic and vocational programs.

In 2006, Dr. Nicki Harrington, then-superintendent of the Yuba Community College District, provided a letter of support to the Los Rios district for its outreach facility plans. In the letter, she emphasized the need for close collaboration to meet community needs and the need to avoid duplication of programs. The Yuba district remains supportive of colleagues in neighboring districts and has a long-standing, positive relationship with the Los Rios district. Yuba district officials want assurance that public funds will be used effectively and efficiently in serving the education and training needs of the Woodland/Davis service area.

Chancellor Harrington intends to confer with Los Rios Chancellor Brice Harris and with Sacramento City College President Dr. Kathryn Jeffery, to get an update on program plans for the Davis facility and to discuss their concerns. The Yuba district seeks collaborative efforts across districts that will result in programs that complement one another, rather than compete, and that maximize access to a comprehensive curriculum for local students.

Appendix B

Materials provided by the Los Rios Community College District as a Response to Questions Raised by Commission Staff

Operational Costs

We have updated the table found on page 40 of the Davis Center Needs Study, to include all phases and to show the operational cost at more than 1,000 FTES. Please see the table below.

	Fall 2008		Phase I ASF 14,255		Phase II ASF 15,806		Phase III ASF 15,606	
			Cumulative 14,255		Cumulative 30,061		Cumulative 45,667	
Items	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Salaries								
Administrator/Coordinator	1.00	\$115,380	1.00	\$115,380	1.00	\$115,380	1.00	\$115,380
Instructional								
Full-Time			4.46	333,612	11.15	834,031	17.83	1,333,702
Adjunct	24.46	975,422	10.42	415,498	26.01	1,037,149	41.61	1,659,199
Sub-total Instruction	24.46	975,422	14.88	749,110	37.16	1,871,180	59.44	2,992,901
Counselors/Librarians	3.85	218,208	3.85	218,208	6.42	363,869	8.99	509,530
Classified	3.00	130,355	4.00	165,435	6.50	256,717	6.50	256,717
Employee Benefits		318,104		315,908		641,104		928,752
Total Salaries & Benefits	31.31	1,642,089	23.73	1,564,041	51.08	3,248,249	75.93	4,803,280
Other Costs								
Operating Costs, including some fixed costs		379,091		107,630		245,788		383,115
Total Estimated Expenditures		2,021,180		1,671,671		3,494,037		5,186,396
Students Served								
Enrollment (Headcount)		3,461		3,461		5,775		8,089
WSCH		16,837		7,515		18,765		30,015
* FTES (cumulative)		1,122		1,122		1,872		2,622
Cost Per FTES		\$1,801		\$1,490		\$1,866		\$1,978

The FTES indicated for Fall 2008 is the FTES that occurs in the existing rented facilities and on UC campus. At the opening of Phase 1, the rented facilities will be closed, however operation on UC campus will continue until Phase 2 and 3 are completed. Therefore the FTES at the opening of Phase 1 will remain the same and then increase as Phase 2 and 3 are completed.

Student Support Services

The new Davis Center will be designed and built to comply with the Americans with Disabilities Act (ADA), which includes provisions for sight impaired students and faculty. The new Davis Center will continue the resources currently available for sight impaired students and faculty: A computer work station dedicated to DSP&S students and faculty that includes a talking computer with JAWS software and a scanner and a Braille machine. A Braille embosser (printer) will be added soon.

The Extended Opportunity Program and Services (EOPS) at Sacramento City College is a student support program for educationally and economically disadvantaged students, funded by the State of California and the Los Rios Community College District. It is designed to provide opportunities in higher education for students with academic potential who, historically, would not have attended college. At the Davis Educational Center the same support will be available for EOP&S students as is available on the main campus: counseling, priority enrollment, tutoring, financial aid processing, book assistance, and transfer services.

Institutional Capacity

Los Rios CCD does not have enough facilities at Sacramento City College, nor at any other campuses, to meet enrollment demands. This is indicated and confirmed in the State mandated Five Year Construction Plan. The current Five Year Construction Plan for Los Rios indicates that the District wide capacity load ratios for lecture and lab are 85% and 75% respectively. This indicates the District's instructional facilities are 15 to 25% undersized for the current year, with enrollment forecasted to continue to grow at a tremendous rate. Los Rios CCD is over-crowded and is serving far more students than our instructional facilities are designed for; this is evidenced in the WSCH tables below.

WSCH information by campus and segregated by lecture and lab

	Assignable Square Feet			Calculated Capacity in WSCH			Fall 2008 1st Census Actual WSCH		
Campus	Lecture	Lab	Total	Lecture	Lab	Total	Lecture	Lab	Total
Colleges									
American River	62,412	126,559	188,971	145,483	47,481	192,964	236,831	95,307	332,138
Cosumnes River	28,624	98,383	127,007	66,723	35,487	102,210	115,122	33,312	148,434
Folsom Lake	24,269	54,712	78,981	56,571	22,318	78,889	52,121	13,328	65,449
Sacramento City	59,156	128,666	187,822	137,892	47,311	185,203	190,470	71,480	261,950
Ed. Centers									
El Dorado	9,027	15,664	24,691	19,085	6,438	25,523	15,335	6,327	21,662
North Natomas	1,360	4,485	5,845	2,875	1,745	4,620	17,461	3,172	20,633
District Totals	184,848	428,469	613,317	428,629	160,780	589,409	627,340	222,926	850,266

Data Exclude ASF and WSCH for Outreach Operations.

Alternatives

Los Rios CCD is already using alternative methods to serve more students than our instructional facilities were design for. The use of non traditional modes of instructional delivery (distance education) and offering classes in the evenings and weekends has helped bridge the facilities gap (please see the tables below), but the gap is far too large and additional facilities are needed.

The table below provides evening and weekend enrollment information for each campus.

Fall 2008 First Census	Day WSCH	Day Headcount	Day FTES	Eve/weekend WSCH	Eve/weekend Headcount	Eve/weekend FTES
American River College	268,043	30,306	8,679.49	84,728	7,295	2,743.57
Cosumnes River College	114,980	12,199	3,723.16	33,454	2,319	1,083.27
Folsom Lake College	59,094	6,588	1,913.52	28,016	2,554	907.18
Sacramento City College	199,205	21,400	6,450.45	62,744	4,775	1,993.73
District Total	641,322	70,493	20,766.62	208,942	16,943	6,727.77

The table below lists the distance education classes (various media formats and technology) in the Los Rios CCD for the year 2007-2008:

College	Distance Education Type	Credit FTES	Non-Credit FTES
American River	Correspondence, E-mail, newspaper	4.54	0.00
American River	Internet - Asynchronous Instruction	1,597.22	0.00
American River	Internet - Synchronous Instruction	8.40	0.00
American River	On demand TV Broadcast; DVD	19.54	0.00
Cosumnes River	Internet - Asynchronous Instruction	820.68	0.00
Cosumnes River	TV Broadcast with audio bridge	110.09	0.00
Cosumnes River	Videoconference with audio bridge	26.98	0.00
Folsom Lake	Internet - Asynchronous Instruction	440.83	0.00
Folsom Lake	Videoconference with audio bridge	51.37	0.00
Sacramento City	Internet - Asynchronous Instruction	866.00	0.00
Sacramento City	On demand TV Broadcast; DVD	35.81	0.00
Sacramento City	TV Broadcast with audio bridge	30.36	0.00
Sacramento City	Videoconference with audio bridge	15.05	0.00
Totals		4,026.88	0.00